

Message Text

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FOR M. FALCO FROM AMBASSADOR

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TAGS: SNAR, PK

SUBJECT: ARTICLE FOR SPECIAL ISSUE DRUG ENFORCEMENT MAGAZINE

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1. I ENCLOSE A TEXT OF AN ARTICLE ON THE PAKISTANI ROLE IN THE
INTERNATIONAL NARCOTICS TRAFFICKING PROBLEM.

2. AS WE AGREED, AUTHORSHIP WILL BE ATTRIBUTED TO SOMEONE ELSE
(PARA 2 STATE 165216). (END LIMITED OFFICIAL USE)

3. TEXT FOLLOWS: BEGIN UNCLASSIFIED:

OPIUM IN PAKISTAN - AN OLD BUT GROWING PROBLEM

THE CULTIVATION OF OPIUM POPPIES IN THE TRIBAL FRONTIER AREAS
OF PAKISTAN AND AFGHANISTAN HAS LONG BEEN A COMMON WAY OF
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SUPPLEMENTING THE SUBSISTENCE LEVEL INCOME WHICH CAN BE EKED OUT
FROM OTHER, MORE SOCIALLY ACCEPTABLE, CROPS. IN THE PAST,
RELATIVELY FEW ACRES WERE DEVOTED TO POPPIES, BUT AS THE
INTERNATIONAL PRICES OF OPIUM AND OPIUM DERIVATIVES HAVE
SKYROCKETED, POPPY CULTIVATION HAS SPREAD AND BECOME AN IMPORTANT
ECONOMIC FACTOR IN THE FRONTIER AREAS. SUCH CULTIVATION IS AT
LEAST TECHNICALLY ILLEGAL WITH THE RESULT THAT FACTS ON CURRENT

PRODUCTION OF OPIUM ARE UNDERSTANDABLY HARD TO COME BY. HOWEVER, IT IS ESTIMATED THAT PAKISTAN AND AFGHANISOAN WILL PRODUCE MORE THAN 500 METRIC TONS OF RAW OPIUM. THE AMOUNT THAT GETS INTO INTERNATIONAL ILLICIT NARCOTICS TRAFFIC MAY EXCEED 350 TONS.

THE FRONTIER AREAS OF PAKISTAN AND AFGHANISTAN, WHERE THE BULK OF BOTH COUNTRIES' POPPIES ARE GROWN, ARE PLACES WHERE THE NATIONAL GOVERNMENTS EXERCISE TENUOUS AND CIRCUMSCRIBED AUTHORITY. THIS LACK OF AUTHORITY, TOGETHER WITH THE TRADITIONAL INDEPENDENCE AND ASSERTIVENESS OF THE TRIBES IN THE FRONTIER AREAS, MAKES EFFECTIVE ENFORCEMENT AND EVEN ACCURATE RECORD KEEPING IMPOSSIBLE TASKS. IN ADDITION, THE PROFIT POTENTIAL OFFERED BY AN ACRE OF POPPIES OUTWEIGHS THE POTENTIAL OF SEVERAL ACRES OF ANY OTHER CROP. THE RESULT HAS BEEN THAT INCREASING QUANTITIES OF ILLICIT OPIUM AND OPIUM DERIVATIVES ARE ILLEGALLY TRANSPORTED ACROSS THE POROUS PAKISTAN-AFGHANISTAN-IRAN BORDERS. SOME IS CONSUMED LOCALLY. MUCH OF IT GOES TO EUROPE AND LARGE QUANTITIES OF OPIUM HAVE BEEN DISCOVERED MIXED IN WITH LEGITIMATE SHIPMENTS OF GOODS LEAVING THE KARACHI PORT FOR THE FAR EAST AND GULF STATES.

THE KEY TO CONTROL OF THIS TRAFFIC LIES IN AN EFFECTIVE ENFORCEMENT PROGRAM, BUT THE LEGAL AND LIMITED OFFICIAL USE

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POLITICAL REALITIES HAVE HAMPERED THE EFFORTS OF THE GOVERNMENT OF PAKISTAN IN ITS CONTROL EFFORTS. WHEN PAKISTAN WAS CREATED IN 1947, IT INHERITED FROM THE BRITISH COLONIAL RULE A SPECIAL RELATIONSHIP BETWEEN THE CENTRAL GOVERNMENT AND THE NORTH WEST FRONTIER PROVINCE (NWFP). DIFFERENT PARTS OF THE NWFP RETAIN VARYING DEGREES OF AUTONOMY FROM THE NATIONAL GOVERNMENT, PARTICULARLY WITH REGARD TO LOCAL MATTERS. IN THE SO-CALLED TRIBAL AREAS WHICH HAVE THE MOST INDEPENDENCE, FEDERAL ACTION NORMALLY REQUIRES PRIOR CONSULTATION AND AGREEMENT WITH THE TRIBAL LEADERS. IN THE FORMER PRINCELY STATES, WHICH HAVE ONLY RECENTLY COME UNDER THE CONTROL OF THE FEDERAL GOVERNMENT, FEDERAL LAW IS APPLIED ONLY IN SELECTIVE AND USUALLY NONCONTROVERSIAL MATTERS, AND SOME SECTIONS ARE STILL TREATED VIRTUALLY THE SAME AS THE TRIBAL AREAS. EVEN IN THE FULL SETTLED AREAS WHICH ARE SUBJECT TO BOTH FEDERAL AND PROVINCIAL LAWS, APPLICATION OF FEDERAL LAW STILL VARIES WIDELY.

THE GOVERNMENT IS EXTREMELY RELUCTANT TO PROVOKE THE TRIBES BY ENTERING THEIR REGION AND DESTROYING OR

CONFISCATING THE CROP. THE MAIN POPPY GROWING SECTIONS OF THE FORMER PRINCELY STATES STILL RETAIN A LARGE DEGREE OF AUTONOMY AND NARCOTICS LAWS ARE RARELY ENFORCED. IN THE FULLY SETTLED AREAS POPPY PRODUCTION IS THEORETICALLY LICENSED, AND AUTHORIZED PRODUCTION IS REQUIRED TO BE SOLD TO THE GOVERNMENT-OWNED FACTORY IN LAHORE, BUT IN PRACTICE, SUBSTANTIAL QUANTITIES OF UNLICENSED POPPIES ARE GROWN AND DISTRIBUTED OUTSIDE GOVERNMENT CONTROL. THE GENERAL GOVERNMENT IS REQUIRED TO DETERMINE THE AMOUNT OF OPIUM NEEDED FOR DOMESTIC

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FOR M. FALCO FROM AMBASSADOR

MEDICINAL CONSUMPTION AND LICENSE ONLY SUFFICIENT ACREAGE TO PRODUCE THIS QUANTITY. HOWEVER, THE YIELD PER ACRE USED IN THE GOVERNMENT CALCULATIONS IS FREQUENTLY LESS THAN THE ACTUAL YIELD, AND THE FARMER SELLS THE SURPLUS TO THE HIGHEST BIDDER. ALSO, THE LOCAL EXCISE AUTHORITIES DO NOT KEEP VERY ACCURATE RECORDS ON THE NUMBER OF ACRES UNDER POPPY CULTIVATION, AND LICENSE FARMERS OFTEN GROW SUBSTANTIALLY MORE THAN IS STATED ON THE LICENSE. IN THE PAST, WHEN THERE HAVE BEEN ARRESTS FOR UNLICENSED OR EXCESSIVE POPPY CULTIVATION: THE RESULTS HAVE BEEN SMALL FINES WHICH ARE USUALLY LESS THAN THE VALUE OF THE ILLICIT PRODUCTION.

IN MANY WAYS, POPPIES ARE AN IDEAL CROP FOR THESE REGIONS. THEY GROW WELL IN THE RURAL MOUNTAINOUS AREAS OF PAKISTAN WHERE THERE IS LITTLE OR NO IRRIGATION OR OTHER INFRASTRUCTURE. THE ENTIRE PLANT IS USED, INCLUDING THE DRIED STALKS WHICH ARE USED AS ANIMAL
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FODDER. OPPPIES GROW EQUIALLY WELL WITH CHEMICAL OR ANIMAL FERTILIZER AND ARE LABOR EXTENSIVE IN A LABOR SURPLUS ECONOMY. THIS IS IMPORTANT IN A REGION WHERE THERE HAS BEEN A SUBSTANTIAL POPULATION INCREASE WITHOUT A CORRESPONDING INCREASE IN THE AMOUNT OF LAND BEING CULTIVATED.

SINCE POPPIES ARE PRIMARILY A CASH CROP, THE FARMERS NORMALLY SELL A MAJORITY OF THEIR YIELD, KEEPING ONLY A SMALL PORTION FOR THEIR OWN MEDICINAL USAGE. THE PORTION SOLD TO THE GOVERNMENT MUST BE TAKEN TO THE GOVERNMENT COLLECTION POINT WHILE THAT SOLD ILLEGALLY IN THE PRIVATE SECTOR IS SOLD IN THE VILLAGE WHEN THE CROP IS IN THE FIELD OR SOON AFTER HARVEST. MOST OF THE PRIVATE SECTOR SALES ARE TO WHOLESALE DEALERS WHO APPROACH THE FARMER WITH AN OFFER FOR ALL OR MOST OF HIS CROP. THE DISTRIBUTION PATTERNONCE THE POPPY IS IN THE HANDS OF THE WHOLESALER OR "STOCKIST" IS QUITE COMPLEX AND VARIED, AND EXACT ROUTES ARE NOT YET KNOWN. IT IS CLEAR HOWEVER, THAT OPIUM FROM PAKISTANI POPPIES HAS BEEN DISCOVERED IN TURKEY, IRAN, WESTERN EUROPE, HONG KONG AND SOUTHEAST ASIA WHERE IT MAY BE TRANSHIPED TO OTHER CONSUMPTION POINTS. TRADITIONAL REOUTES INCLUDE CROSSING THE LOOSELY PATROLLED BORDERS OF AFGHANISTAN AND IRAN FOR ONWARD SHIPMENT TO TURKEY AND EUROPE AND SMUGGLING THROUGH KARACHI HARBOR AND OTHER SMALL PORTS ALONG PAKISTAN'S SOUTHERN COAST. IN ADDITION THERE IS EVIDENCE THAT INCREASED QUANTITIES OF DRUGS ARE BEING SENT VIA COURIER AND AIR FREIGHT DIRECTLY FROM PAKISTAN'S INTERNATIONAL AIRPORTS TO EUROPE.

IN ADDITION TO THE SMUGGLING OF RAW OPIUM OUT OF PAKISTAN, A NUMBER OF ILLEGAL LABORATORIES FOR CONVERTING
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OPIUM BASE INTO HEROIN AND OPIATE DERIVATIVES HAVE RECENTLY BEEN FOUND IN PAKISTAN. THIS COULD PRESENT A MUCH MORE SERIOUS PROBLEM TO ENFORCEMENT EFFORTS BY REDUCING THE BULK OF THE SMUGGLED ITEMS AND MAKING

DETECTION MORE DIFFICULT. CURRENT INTELLIGENCE INDICATES THAT THE NUMBER OF LABORATORIES IS STILL SMALL, BUT THE POTENTIAL EXISTS FOR A SIZEABLE INCREASE. THE DISCOVERY OF THESE LABORATORIES, WHICH REQUIRE TECHNICAL EXPERTISE, MAY BE AN OMINOUS SIGNAL THAT MORE SGPHISTICATED INTERNATIONAL DEALERS ARE ENTERING THE STILL RELATIVELY UNCOMPLICATED PAKISTANI NARCOTICS ARENA.

DESPITE THE GROWTH IN POPPY CULTIVATION AND THE LAX GOVERNMENT ATTITUDE TOWARD NARCOTICS, THERE IS LITTLE EVIDENCE OF A LARGE SCALE ADDICTION PROBLEM IN PAKISTAN. SOME OFFICIALS ARGUE THAT THE CONSUMPTION OF OPIUM AND OPIOIUM DERIVATIVES IS A WESTERN AND NOT A PAKISTANI PROBLEM. WHILE THIS STATEMENT IS CERTAINLY EXTREME, THE LACK OF ANY COUNTRY-WIDE STUDY ON ADDICTION MAKES IT IMPOSSIBLE TO DETERMINE HOW MUCH ILLICIT OPIUM IS CONSUMED IN PAKISTAN AND HOW MUCH IS AVAILABLE FOR EXPORT TO OTHER COUNTRIES. IT IS CLEAR HOWEVER, THAT PAKISTAN HAS THE PRODUCTION CAPABILITY TO SUPPLY ALL ITS DOMESTIC NEEDS WITH A SUBSTANTIAL SURPLUS AVAILABLE TO ENTER THE INTERNATIONAL ILLICIT MARKET.

WHAT THEN IS BEING DONE TO COUNTER THE GROWTH AND SPREAD OF PAKISTAN'S OPIUM? REGRETABLY, THE ANSWER AT PRESENT IS NOT ENOUGH. PAKISTAN IS A POOR COUNTRY WHOSE GOVERNMENT HAS NOT YET MADE THE ECONOMIC AND POLITICAL DECISION TO CONTROL PRODUCTION. APPARENTLY, THE GOVERNMENT IN ISLAMABAD DOES NOT SEE THE PROBLEM AS PRESSING AND IS UNWILLING TO RISK DESTROYING THE FREGILE UNDERSTANDING IT HAS ESTABLISHED WITH THE VARIOUS FACTIONS IN THE NWFP. OTHER GOVERNMENTS
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HOWEVER, HAVE OFFERED BOTH ECONOMIC AND ENFORCEMENT-ORIENTED ASSISTANCE TO THE GOVERNMENT OF PAKISTAN TO

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FOR M. FALCO FROM AMBASSADOR

ELIMINATE POPPY PRODUCTION WITHOUT PLACING AN
UNACCEPTABLE FINANCIAL BURDEN ON THE POPPY GROWERS.

THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL
(UNFDAC), FOR EXAMPLE, HAS ESTABLISHED A PILOT INCOME
SUBSTITUTION PROJECT IN THE BUNER SUB-DIVISION OF THE
NWFP. THE PROJECT IS PRIMARILY A RURAL DEVELOPMENT
PROGRAM OFFERING LAND LEVELLING AND IRRIGATION SCHEMES,
CREDIT FOR FARM MACHINERY, AND CROP SUBSTITUTION. THE
FARMERS PARTICIPATING IN THIS PROJECT MUST AGREE TO THE
TOTAL ELIMINATION OF POPPIES FROM THE SELECTED FIELDS.
IN ADDITION, THE UNFDAC IS FUNDING THE ESTABLISHMENT
OF DRUG TREATMENT CENTERS IN THE LARGE URBAN AREAS OF
PAKISTAN AND A SMALL PROGRAM FOR VOCATIONAL REHABILITATION
OF ADDICTS. WHILE THIS DEVELOPMENT APPROACH OFFERS THE
BEST LONG TERM HOPE FOR THE TOTAL ERRADICATION OF
POPPY CULTIVATION, THE PROJECTS ARE TOO SMALL IN SCALE
TO HAVE ANY REAL IMPACT ON OVERALL PRODUCTION OF OPIUM
IN PAKISTAN.

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LIMITED PROGRESS IS ALSO BEING MADE ON THE EN-
FORCEMENT SIDE. PAKISTAN HAS JUST COMPLETELY REVISED
ITS BASIC NARCOTICS LAW TO INCREASE THE AUTHORITY OF
THE FEDERAL GOVERNMENT. REPRESENTATIVES FROM THE DRUG
ENFORCEMENT ADMINISTRATION (DEA) ARE WORKING WITH THE
VARIOUS ENFORCEMENT AGENCIES IN THE PAKISTAN
GOVERNMENT, INCLUDING THE PAKISTAN NARCOTICS CONTROL
BOARD IN THE INTERIOR MINISTRY, THE CUSTOMS AUTHORITIES,
AND THE FEDERAL INVESTIGATIVE AGENCY. THE GOAL OF DEA
IS TO ASSIST THE PAKISTAN GOVERNMENT IN BUILDING THESE
ENFORCEMENT AGENCIES INTO AN EFFECTIVE ANTI-NARCOTICS

FORCE. THEIR CURRENT EFFORTS INCLUDE DEVELOPING A SPECIAL DRUG ENFORCEMENT UNIT WITHIN PAKISTANI CUSTOMS IN KARACHI PORT. THE INITIAL SUCCESS OF THIS UNIT HAVE BEEN VERY IMPRESSIVE, AND THE UNIT HAS DEVELOPED A PRIDE AND ESPRIT-DE-CORPS WHICH SHOULD BE SELF-SUSTAINING. IN ADDITION, DEA HAS BEEN SPONSORING A VARIETY OF TRAINING PROGRAMS BOTH IN THE U.S. AND IN PAKISTAN DESIGNED TO TEACH THE PARTICIPANTS THE LATEST TECHNIQUES IN INTELLIGENCE GATHERING AND NARCOTICS DETECTION.

THE RELATED PROBLEMS OF LIMITED GOVERNMENTAL AUTHORITY IN THE NWFP AND LAX ENFORCEMENT OF THE LICENSING LAWS HAVE COMBINED TO SUBSTANTIALLY LIMIT THE EFFECTIVENESS OF NARCOTICS CONTROL AT THE FEDERAL LEVEL. HOWEVER, EVEN STRICT ENFORCEMENT WILL BE UNSUCCESSFUL IF THE ECONOMIC IMPORTANCE OF POPPY CULTIVATION TO THE FARMERS IS NOT RECOGNIZED AND IF HE DOESN'T HAVE OTHER WAYS TO MAKE A DECENT LIVING. POPPY FARMERS CANNOT BE EXPECTED TO OBEY RESTRICTIONS ON POPPY-GROWING WITHOUT ATTRACTIVE ALTERNATIVES. AT THE SAME TIME HOWEVER, NO CROP IN THE FRONTIER CAN EVER BE LIMITED OFFICIAL USE

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AS LUCRATIVE AS POPPIES. ONE STUDY OF THE SWABI-GADOON AREA OF PAKISTAN'S NORTHWEST FRONTIER PROVINCE INDICATES THAT THE NET PROFIT PER ACRE FROM POPPIES MAY BE CLOSER TO \$2,000 WHILE THE NEXT MOST PROFITABLE CROP IS TOBACCO, WHICH HAS A PER ACRE PROFIT OF \$460. THIS INDICATES THE NECESSITY OF PROCEEDING ON TWO FRONTS AT THE SAME TIME: ENFORCEMENT MUST BE MADE MUCH MORE EFFECTIVE AT THE SAME TIME AS GENERAL ECONOMIC CONDITIONS ARE IMPROVED.

MOST IMPORTANT IS A FIRM POLITICAL AND FINANCIAL COMMITMENT BY THE GOVERNMENT TO ERADICATE ILLEGAL POPPY CULTIVATION. ONCE THIS COMMITMENT HAS BEEN MADE, OTHER COUNTRIES, ALONG WITH THE UNITED STATES, SHOULD BE MORE WILLING TO PROVIDE FUNDS FOR LARGE SCALE ENFORCEMENT AND RURAL DEVELOPMENT PROGRAMS. THESE FUNDS WILL PROVIDE PAKISTAN WITH AN OPPORTUNITY TO DEVELOP ITS MOST BACKWARD AREAS WHILE AT THE SAME TIME HELPING TO SOLVE A SERIOUS INTERNATIONAL PROBLEM.

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